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of American democracy, so far as that term can be accurately described, are well stated in language that any citizen who can read clear English can understand.

C. G. HAINES.

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*Local Government in the United States.* By HERMAN G. JAMES, Professor of Government in the University of Texas. (New York: D. Appleton and Company. 1921. Pp. xv, 482.)

During the last decade numerous books have been written on the subject of city government. With the exception, however, of Professor John A. Fairlie's treatise on *Local Government in Counties, Towns and Villages*, originally published in 1906, there has been no recent comprehensive work on rural local government in this country. Professor James' book which emphasizes the county and its subdivisions meets, therefore, a real need among those interested in local institutions. The book should also attract attention because of its attempt to cover in a single volume all the units of local government, rural as well as urban.

Professor James commences his work with a sketch of the history and present status of local government in England and France, together with a brief account of the system of central control in these countries. In order to obtain the necessary background for our own system of local government the author next devoted a chapter to the origin and development of local institutions in the United States. The remainder of the book deals with the existing structure, functions, problems and recent tendencies of counties, townships, towns, villages, cities and other units of local government in this country.

The county is considered in two chapters which give a clear and full description of its organization and of what it actually does. In this part of the book county financial administration is condemned from nearly every point of view, and the belief is expressed that the remedy for this condition must be found in a wider application of state administrative control over such matters as accounting, indebtedness and the assessment of property for taxation. Professor James also brings out the general inefficiency of the average American county in the performance of such important functions as judicial administration, which has fallen into disrepute because of the popular election of county judges and prosecuting attorneys, the administration of penal institutions, which is regarded as the most uniformly unsatisfactory phase of county

government, poor relief and other services. Over some of these activities, as well as in the field of educational administration, public health and highways, the author notes that there has been a gradual tendency for the state to exercise an increasing amount of supervision and in some cases direct control.

Having considered the county as the basic unit of local government, the author next considers the rural and semi-urban areas smaller than the county. Following this, two chapters are devoted to the organization and functions of city government, the chapter on city activities being largely adapted from the author's work on *Municipal Functions* published in 1917. It is impossible to cover adequately such a broad field as city government in the space of one hundred and twenty-four pages, but Professor James' chapters furnish an outline of the subject which can be supplemented by students and others desirous of going further into the matter by reference to any one of the more complete treatises.

Under the chapter heading "Developments and Tendencies of the Past Decade" the author traces the most important tendencies in local government since 1910, with emphasis on the newer movements in county government. In this connection home rule for counties, state control, and county and city consolidation are discussed. The developments in city government during the same period are described under similar headings but much less space is given to them.

In conclusion, the author proposes the elimination of the township and other smaller non-urban areas because they lead to needless duplication and are ineffective and unnecessary. Theoretically he would also favor the abolition of the county and the transfer of its activities to the state or to new districts created by the state, on the ground that the county is not a natural or at present a convenient unit for the proper performance of most of its functions in the sense that the municipality is a natural unit of local government. Practically, however, the author regards this as too radical a step and suggests just the opposite, that the powers of the county be enlarged so as to develop a community spirit which will arouse the interest of its citizens and attract competent men to its offices. Professor James does not state, however, in what specific ways he would widen the powers of the county. Having conferred larger powers on the county, he recommends that such a development be accompanied by a corresponding increase in the efficiency of administrative machinery so as to bring at least the more populous counties up to the level of the best of our city governments. In the field of munic-

ipal government the new problems that arise grow largely out of those already in existence and do not seem to call for such fundamental readjustment as is indicated for rural local government.

The book is well arranged for text book purposes with a complete table of contents which outlines the subject matter in clear form, there is a list of the more important references at the beginning of each chapter and a concise summary at the end of each.

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*American Police Systems.* By RAYMOND B. FOSDICK. (New York: The Century Company. 1920. Pp. 408. Publications of the Bureau of Social Hygiene.)

*American Police Administration.* A Handbook on Police Organization and Methods of Administration in American Cities. By ELMER D. GRAPER. (New York: The Macmillan Company. 1921. Pp. 357.)

Mr. Fosdick's volume is unquestionably the best of the few books which have been published on American municipal policing. It fills much the same place for American police departments as the author's *European Police Systems* does in the European field. It is not merely a volume of historical review and criticism, for it contains many constructive suggestions which all police officials will do well to study carefully.

The book first sketches the broader aspects of the American problem, then gives the historical background of American policing and takes up in detail police control, organization, leadership, recruiting, training, detective work and crime prevention. Each of these topics is treated in a manner which shows careful study in many cities instead of the more common intensive study of one city with occasional references to others. The dismal failure which most American cities have made and are making of police administration is set forth unsparingly, yet fairly. Despite the gloomy picture which the facts present, the author does not feel the situation is hopeless, especially when the real progress, which has been made, is recognized.

The fundamental importance of well-trained, courageous patrolmen is recognized by the author in his chapter on the rank and file, but, just as in his book, *European Police Systems*, one is apt to lose sight of this